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ABSTRACT

An overview is provided of the governance, organization, enrollment, programs, finances, facilities, legislation, and significant problems of the Illinois public community colleges. The first section provides a description of the organization of the 39 public community college districts, which comprise 50 colleges and five branch campuses. Next, a section on student enrollment points out that nearly 55% of all undergraduates in Illinois are enrolled in a community college; and that while overall enrollments decreased in 1988, enrollment in baccalaureate and vocational skills programs increased. The third section focuses on college programs, highlighting a continuation of the increase in the number of occupational curricula offered by the colleges. The fourth section provides information on revenue sources, including data on current state grants. The next sections discuss facilities funding and legislation affecting the community college system. The seventh section reviews the problems and needs addressed by the Illinois Community College Board during the previous year, including transfer articulation, capital project credit certification, economic development, inter-district policy issues, minority student programs, and a statewide program review and evaluation process. The final section considers problems and needs yet to be addressed, including specific articulation problems with certain universities, asbestos and hazardous building materials, the impact of faculty retirements, health insurance for community college retirees, local tax revenue inadequacies in certain districts, professional development, the effectiveness of the experimental State Community College, state funding inadequacies for education, student financial aid, technology transfer, and the new federal Trade Bill and dislocated worker centers. (JMC)

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ILLINOIS COMMUNITY COLLEGE BOARD

TWELFTH BIENNIAL REPORT

1987-1988

MARCH 1989

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TWELFTH BIENNIAL REPORT

1987-1988

CURRENT STATUS OF COMMUNITY COLLEGE EDUCATION

District Organization

Although the first public junior college in Illinois was established in Joliet in 1901, the Illinois Public Junior College Act was not passed until 1965. The Act was an outgrowth of the 1964 Master Plan published by the Illinois Board of Higher Education. This legislation, with subsequent amendments, is the basis of the present system of public community colleges in Illinois.

There currently are 39 public community college districts comprised of 50 colleges and five branches. Of these 39 districts, 37 have locally elected boards of trustees, one (City Colleges of Chicago) has a local board of trustees appointed by the mayor, and one (State Community College) has a local board of trustees appointed by the Governor. Thirty-six of the districts have a single college. Three districts are multi-college districts, with Chicago having eight colleges, Illinois Eastern having four colleges, and Black Hawk having two colleges. With the exception of State Community College, each district has tax levy authority to provide local support for district operations. The 39 districts now include 98 percent of the state's population and 93 percent of the territory in the state.

At the end of the twelfth biennium, there were 35 complete or partial public high school and unit districts not within community college district territory. As a result of adoption of Public Act 84-509, however, all territory in the state will be included in a public community college district by July 1, 1990. Therefore, each of the 35 high school and unit districts not currently in a community college district either will annex to one of the 39 existing districts or become part of a new community college district before the end of the thirteenth biennium.

Student Enrollment

Nearly 55 percent of all students (on a headcount basis) in undergraduate higher education in Illinois are enrolled in community colleges. Since many community college students attend on a part-time basis in short-term courses beginning after the regular fall term begins, the total number of students enrolled during the year is considerably higher than the opening fall term enrollment figures indicate. Table 1 shows the annual unduplicated headcount of students enrolled in credit courses at community colleges during fiscal year 1987 and fiscal year 1988 by program of instruction.

Table 1

Annual Unduplicated Headcount Enrollment
In Illinois Public Community Colleges
By Instructional Program Area

Program Area	FY 1987	FY 1988
Baccalaureate	185,483	188,933
Occupational	195,775	174,419
Vocational Skills	75,067	81,160
General Studies	64,686	58,920
General Associate	18,340	10,488
Adult Basic/Secondary and Remedial	140,498	132,183
Other	274	2
TOTALS	680,123	646,105

While overall enrollments decreased in fiscal year 1988, enrollment in baccalaureate and vocational skills programs increased. Forty percent of students in community colleges are enrolled in programs and courses designed to prepare individuals for employment or to upgrade the skills needed to maintain the students' marketability in this period of rapidly changing technology. Community colleges serve a diverse population with over 27 percent of the enrollments being minorities, over 58 percent being females, and the average age being 30.7 years.

Programs

In 1987 and 1988, community colleges continued to add, withdraw, and change curricula in an effort to keep pace with changing student needs and job markets. In the baccalaureate/transfer category, most colleges have consolidated their baccalaureate programs by converting major-specific degrees to general Associate in Arts and Associate in Science degrees designed to provide flexibility in transfer options. The number of occupational curricula offered by the community colleges continues to increase. These curricula account for the largest percentage of the total curricula offered by community colleges. Curricula currently are offered in more than 240 discrete occupational fields. During the last two years, the ICCB approved the establishment of 79 new programs at community colleges. In addition to these 79 new programs, another 121 new programs were started as extensions of existing programs. Various programs in microcomputer applications, information processing, computer aided design, and food service ranked high in the number of new starts over the two-year period. To ensure that educational programs at community colleges continue to meet the educational and employment needs of their district, they need to be reviewed and updated periodically. The ICCB requires each college to develop a college-wide program review system and to evaluate each of its programs within a five-year period using the criteria of need, cost, and quality.

Table 2 indicates the number of existing curricula and courses in the community colleges.

Table 2

Number of Curricula and Courses
In Illinois Public Community Colleges*

	Curricula		Courses	
	Number	Percentage	Number	Percentage
Baccalaureate	182	4%	15,988	29%
Occupational	3,600	76	19,034	34
Vocational Skills	413	9	7,968	14
General Studies	327	7	7,121	13
General Associate	41	1	---	---
Remedial	50	1	1,024	2
Adult Basic/Secondary Education	100	2	4,282	8
TOTALS	4,713	100%	55,417	100%

*As of December 1988.

Finance

The community colleges are funded through a combination of local taxes, student tuition and fees, state grants, and other miscellaneous revenue. The five current state (Illinois Community College Board) grants are credit hour, equalization, disadvantaged student, economic development, and advanced technology equipment grants.

Credit hour grants, which account for approximately 77 percent of all state grants to colleges, are distributed to the colleges on the basis of enrollments and costs in seven instructional categories. Enrollments in instructional categories which have higher state average costs per credit hour are funded at a higher level than categories which have lower state average costs per credit hour.

Equalization grants account for 17 percent of all Illinois Community College Board grants. These grants attempt to reduce the disparity among districts in local tax wealth per resident student. These grants are distributed only to districts whose equalized assessed valuation per full-time equivalent resident student is below the statewide average. During fiscal year 1988, 21 districts received equalization grants.

Disadvantaged student grants are used to provide special services necessary to help educationally disadvantaged students gain the educational competencies necessary to pursue college-level work for either job training or transfer. Activities supported through these grants include testing, counseling, tutoring, and services for physically handicapped students. Currently, this grant provides each college a basic grant of $20,000. The balance is distributed based on the number of instructional credit hours in adult basic, adult secondary, and remedial education.

Economic development grants support community colleges in their efforts to work with local businesses to meet their educational needs. Each district receives a basic grant of $30,000. The remaining appropriation is distributed by the number of occupational credit hours of instruction.

Advanced technology equipment grants assist community colleges in procuring state-of-the-art equipment used for instructional purposes. Grants are made to each community college district based on the number of occupational credit hours produced by that district.

Table 3 shows the state appropriations for public community colleges for fiscal years 1987 and 1988. Limited growth has occurred in the state-appropriated funding for community colleges during these two years. In fact, fiscal year 1987 total grants reflected nearly 4.7 percent decline from the previous year's appropriation. In fiscal year 1988, unrestricted credit hour grant funding increased; however, the increase was achieved by maintaining other grants virtually at or below funding levels of the prior two years. Fiscal year 1988 total grants of $192.6 million were $12.1 million, or 6.7 percent, above fiscal year 1987, but only $3.3. million, or 1.8 percent, greater than fiscal year 1986 grants.

Table 3

Illinois Community College Board
Grants for Community Colleges

Grants	FY 1987	FY 1988
Credit Hour	$136,222,400	$147,819,000
Equalization	32,016,200	32,560,300
Disadvantaged Student	7,933,000	7,933,000
Economic Development	2,934,000	2,934,000
Advanced Technology Equipment	1,346,300	1,346,300
TOTALS	$180,451,900	$192,592,600
Enrollment		
Total FTE Student Enrollment	180,001	182,104*
Grants Per Student		
Total Grants Per FTE Student Enrollment	$1,003	$1,058

*Estimated

During this period, community college annual full-time equivalent (FTE) student enrollment has remained relatively stable. Consequently, the total grants per FTE student have ranged from $1,030 in fiscal year 1986 to $1,003 and $1,058 in fiscal years 1987 and 1988, respectively.

Facilities

The facilities for public community colleges in Illinois are financed by both state and local funds. A state-funded project is one which has been partially or fully funded with a state appropriation. A locally funded project is one which has been totally funded from local district bond issues; local district tax levies; federal grants; and foundation or other grants, gifts, student fees, or any source which is not state appropriated.

Since 1965, $460 million of state funds have been appropriated to help construct or remodel permanent facilities for 46 of the 50 public community colleges in Illinois. The $460 million of state funds, combined with $521 million of local funds and $32 million of federal funds, have resulted in the construction and remodeling of approximately 18.1 million gross square feet of facilities for community colleges as shown in Table 4.

Table 4

Total Permanent and Temporary Community College Facilities
by Types of Funding
(Both Completed and Under Construction as of Fall 1988)

	Net Assignable Square Feet	Gross Square Feet
State-Funded Permanent*	8,172,566	12,371,241
Locally Funded Permanent	3,418,576	4,688,746
Total Permanent	11,591,133	17,059,987
Locally Funded Temporary	823,613	1,074,283
Total	12,414,746	18,134,270

*Includes a local share of at least 25 percent.

Table 5 provides a breakdown of net assignable square feet (NASF) by room type classification. Included in this table are permanent state and locally funded facilities.

Table 5

Breakdown of Net Assignable Square Feet (NASF)
By Room Type Classification

Classrooms	1.81 million NASF
Class Laboratories	3.19 million NASF
Offices	1.77 million NASF
Library/Study	.93 million NASF
Athletic/P.E.	.96 million NASF
Theater/Auditorium	.25 million NASF
All Other	2.68 million NASF
TOTAL	11.59 million NASF

By fall 1988, all 50 of the system's colleges were located in permanent facilities. Yet, the use of temporary facilities is necessary as 27 districts are maintaining and using temporary buildings. Many of the temporary structures, constructed with an expected life span of eight to ten years, are still being used fifteen to twenty years later. These temporary buildings are plagued by poor energy usage and high maintenance costs.

The period of major growth in the system has diminished. Therefore, the need for new construction is being driven by the colleges' attempts to meet the changing demands created by emerging technologies. Renovation and rehabilitation of existing facilities also is required to meet these new demands.

Protection, health, and safety tax levy and bond authority has provided the districts with a funding tool by which handicapped accessibility, energy conservation, environmental protection, and health and safety repair and alteration projects may be undertaken. Since the law was enacted in 1985, 29 districts have received approval for 252 projects totaling approximately $56 million.

Repair and renovation grants, funded under the Build Illinois program for fiscal years 1986, 1987, and 1988, have allowed the colleges to rehabilitate facilities such as parking lots, sidewalks, and buildings. Although the average district received less than $100,000 per grant, these funds provided an opportunity to pursue projects not possible solely by using local funds. Often, local funds were combined with grant monies in order to provide for a complete project.

Appropriations for capital construction projects have declined since fiscal year 1986. Total appropriations decreased by 40 percent between fiscal year 1987 and fiscal year 1988. Decreasing state support is creating a greater burden on the district and its local tax base.

Support for capital construction has been provided through both state and local sources. However, the declining state participation during the past three years has shifted the burden to the colleges' budgets. Subsequently, local funds must be stretched further to meet the increasing demand. The colleges are responding to the problem by deferring essential maintenance and repairs. This short-term solution can only result in higher long-term costs.

Legislation

The following significant legislation affecting the public community college system was enacted in 1987 and 1988 by the 85th Illinois General Assembly and signed into law by the Governor.

1987 Session

- P.A. 85-0023 appropriated funds for the Build Illinois program, including funds for repair and renovation projects at community colleges.

- P.A. 85-0087 appropriated fiscal year 1988 funds to the Capital Development Board, including funding for community college construction projects.

1987 Session (Continued)

- P.A. 85-0091 appropriated fiscal year 1988 operating funds for the Illinois Community College Board and the community colleges.
- P.A. 85-0120 granted fiscal year 1988 authority for distribution of community college funding.
- P.A. 85-0243 provided authority for the chairman of the Illinois Community College Board to fill community college board of trustees vacancies if the members of the board of trustees are unable to select a replacement within 60 days.
- P.A. 85-0371 provided authority for community colleges to transfer interest earned in the Working Cash Fund.
- P.A. 85-0765 granted authority for the election of trustees at Belleville Area College by trustee districts, rather than at large, if a referendum on that question was successful.
- P.A. 85-0981 extended the current Nurse Practice Act until December 31, 1997 and maintained the current educational requirements for entry into practice for registered nurses.

1988 Session

- P.A. 85-1047 granted fiscal year 1989 authority for the distribution of community college funding.
- P.A. 85-1081 appropriated fiscal year 1989 operating funds for the Illinois Community College Board and the community colleges.
- P.A. 85-1150 granted additional taxing authority with a backdoor referendum provision for colleges meeting certain criteria.
- P.A. 85-1158 appropriated fiscal year 1989 funds to the Capital Development Board, including funding for community college construction projects.

PROBLEMS AND NEEDS ADDRESSED DURING THE TWELFTH BIENNIUM

Transfer Articulation

The ICCB has addressed these concerns by conducting three discipline/subject specific articulation meetings, developing model Associate in Arts and Associate in Science degrees, and forming an Articulation Task Force to study the current articulation issues. The Articulation Task Force, which consisted of both university and community college representatives, assisted the staff in preparing a report which identifies the major articulation issues and presents recommendations designed to address these concerns.

Capital Project Credit Certification

On September 18, 1987, the ICCB completed a process of certifying construction projects eligible for credit under Section 5-11 of the Public Community College Act. This process identified approximately $28.5 million in local expenditures for construction projects completed since the community college system began which are eligible for credit. In order to qualify for credit a capital project, among other criteria, had to (1) meet the ICCB definition of a "facility" located in the district and owned by the district, (2) have received prior ICCB and IBHE approval, and (3) be administered by the Capital Development Board. Expenditures eligible for credit were those for projects designated as locally funded or those in which more than 25 percent of the total project costs were provided by local funds when state and/or federal funds were involved. No credits will be earned by a district beyond those certified by the ICCB on September 18, 1987. Appropriate credits will be applied to a local district's share of a regular, state-funded capital construction project, thus reducing its commitment while increasing the state-funded portion of the project.

Economic Development -- Keeping America Working Award

The Illinois community college system was awarded the 1988 Keeping America Working State Partnership Award for community college/employer/labor partnerships that helped create and retain over 49,000 jobs in three years. The award was made by the American Association of Community and Junior Colleges and the Association of Community College Trustees to a single state that has stimulated partnerships between businesses and community colleges. The award winning effort was the Illinois Statewide Business Center Network, which comprises the business centers operated by all 39 community college districts to provide training and services to business and assist with local economic development efforts.

Inter-District Policy Issues

In July 1986, the Illinois Community College Board established the Ad Hoc Task Force on Inter-District Policy Issues to address questions relating to providing services to government, commerce, and industry, particularly as they might involve service outside of a community college district's boundaries. The task force assisted ICCB staff in preparing a report with recommendations presented to the ICCB in June 1987. The report discussed three models for

inter-district relations and proposed adoption of a cooperative statewide model that provides that (1) the local community college is the primary provider in instruction and services within its district and (2) there are certain situations in which it would be appropriate for another community college district to be the provider, provided that appropriate cooperative procedures are followed. In lieu of filing rules, this model was implemented as voluntary procedures effective January 1, 1988, to provide time to test the procedures and make any necessary modifications. The procedures will remain in effect until they are replaced with revised procedures or rules.

Minority Student Programs

The Illinois Community College Board has completed several initiatives designed to increase the participation and success of minority students. First, the ICCB disadvantaged student grant was revised to make it very clear that grant funds could be used to develop and maintain minority programs at community colleges. Secondly, the ICCB requested additional funding for the disadvantaged student grant to provide the funds needed to initiate minority programs. Thirdly, the ICCB prepared a report describing the special programs for minority students at community colleges. This report was prepared to assist colleges in developing or improving minority programs in their own districts. Finally, the ICCB continues to monitor and report the participation and program completion of minority students in the community college system.

Program Evaluation

In March 1983, the Illinois Community College Board adopted a statewide program review and evaluation process for evaluating both instructional and student and academic support services programs to ensure that all programs are relevant. In fiscal year 1988, the community colleges completed their first five-year cycle of program review. The colleges initiated the process beginning in fiscal year 1984. In the five-year period from fiscal year 1984 through fiscal year 1988, the colleges collectively reviewed over 7,400 discrete degree and certificate programs and baccalaureate/transfer discipline areas. Five hundred and seventy-five instructional support programs also were reviewed during this time period. As a result of the reviews, the majority of the programs were continued with action plans calling for improvements to the existing programs. Many programs underwent major modification, such as curricular changes. A total of 279 degree and certificate programs were identified for discontinuance or phase out due to declining need for the programs.

PROBLEMS AND NEEDS TO BE ADDRESSED

Articulation

During the past year, the community colleges have experienced a number of serious problems in articulating their associate degrees designed for transfer with some public universities in Illinois. The ICCB has addressed a number of these concerns by conducting three discipline/subject specific articulation meetings, developing model AA and AS degrees, and forming an Articulation Task Force. The community colleges will need the assistance from the universities in Illinois to ensure that students completing the first two years of their baccalaureate programs at the community colleges can make a smooth transition to a university to complete their baccalaureate degrees.

Asbestos and Hazardous Building Materials

Friable asbestos in building materials has been demonstrated as a serious health concern in recent years. Legislation enacted at both the federal and state level mandates inspections and abatement procedures. As of yet, these laws have not been interpreted as applicable for community colleges. It remains conceivable that community colleges may be included under this or similar legislation in the future. The high costs associated with asbestos abatement projects presents increased funding problems. These problems will have to be managed by the local districts as well as the state. Long-term solutions to this pending problem should be sought.

Impact of Faculty Retirements

Just as the community college system in Illinois is maturing, many of its faculty are nearing retirement age. Nearly 40 percent of the full-time faculty in Illinois community colleges are over the age of fifty. This means that over the next few years attrition, due to retirement, could be at unusually high levels. Some disciplines may be affected more than others, and finding qualified faculty in these disciplines may be a problem. In addition, a large proportion of minority faculty are 55 years of age and over. Hence, the overall potential reduction of minority faculty via retirement is substantial.

Health Insurance for Community College Retirees

As was shown in the recent ICCB report entitled "Report on the Study of Projected Full-Time Faculty Retirements in the Public Community Colleges of Illinois," a significant number of community college staff are at, or approaching, retirement age. While all other educational and governmental sectors make some health insurance available to their retirees, the community college system in its entirety does not. This issue was addressed in the fiscal year 1989 operating budget request with the inclusion of $2.1 million to fund, at least in part, the provision of health insurance for community college retirees. The issue also was addressed legislatively in SB 145. However, neither the budgetary nor the legislative approach was successful in fiscal year 1989.

Local Tax Revenue Inadequacies in Certain Districts

There are at least two distinct problems which result in the inadequacy of local tax revenues. One results from decreases in assessed valuations in many districts. The primary cause of such decreases is decreases in the value of farmland, although business and industrial closings are a contributing factor as well. A second problem is the inadequacy of certain tax rates and the lack of voter support to increase those rates. While equalization grants are designed to alleviate, in part, the tax base problem, these grants do not address tax rate problems. New and creative solutions are needed so that districts will be able to levy amounts sufficient to cover the local share of operating costs for their colleges.

Professional Development

The need for staff development efforts has been acknowledged by community college faculty and administration as well as the state planning and coordinating agencies. As shown in the recent ICCB report entitled "Report on the Study of Professional Development Programs and Activities in Illinois Public Community Colleges," several community colleges have developed comprehensive college-wide staff development programs to upgrade and retrain faculty and staff members and to rejuvenate instruction and enhance morale. Budget requests for the last two fiscal years solicited additional funds for this purpose through an add-on to credit hour grants. Eventual cuts in funding in fiscal years 1988 and 1989, however, effectively negated any special purpose funding for staff development. Such funds are again recommended for fiscal year 1990.

State Community College

Given the "experimental" nature of State Community College and subsequent legislative mandates to continue studying its funding and governance, it is not surprising that much attention has been focused on the college to determine its effectiveness. There have been a substantial number of evaluations of State Community College in its twenty years of existence. These include external audits, ICCB recognition evaluations, North Central Accreditation evaluations, State Board of Education evaluations, management studies, and special ICCB studies. The one consistent theme that emerges in nearly every external study/evaluation conducted thus far is the need for change.

State Funding Inadequacies for Education

All sectors of education in Illinois, including elementary/secondary and higher education, have lost ground as a funding priority of the state. In fiscal year 1977, education expenditures represented slightly more than 43 percent of total state General Revenue Fund expenditures, but in the current year education received only 37 percent of the state's appropriations. During the past two years, state tax fund appropriations grew by $803.7 million, but funding for education increased by only $12.8 million. It is imperative that the General Assembly and the Governor make a commitment to fund adequately the education needs of the state's citizens.

Student Financial Aid

The primary state financial aid programs available to community college students are the Monetary Award Program (MAP), Illinois Veterans Grant, and National Guard/Naval Militia Scholarship. Between fiscal years 1984 and 1988, MAP grants awarded to community college students have remained essentially stable. During this period, total MAP grant funding increased by $41.6 million; however, community college students realized a decrease in total funding of nearly $750,000. Furthermore, the number of MAP award recipients decreased by 20, 3, and 2 percent for community colleges, public universities, and private colleges and universities, respectively. At the same time, the average MAP award for community college students rose by 18 percent, compared to 42 percent for public universities and 37 percent for private colleges and universities. When this is considered in conjunction with the fact that community colleges serve the largest number of low income and minority students in the state, the basis of concern becomes evident.

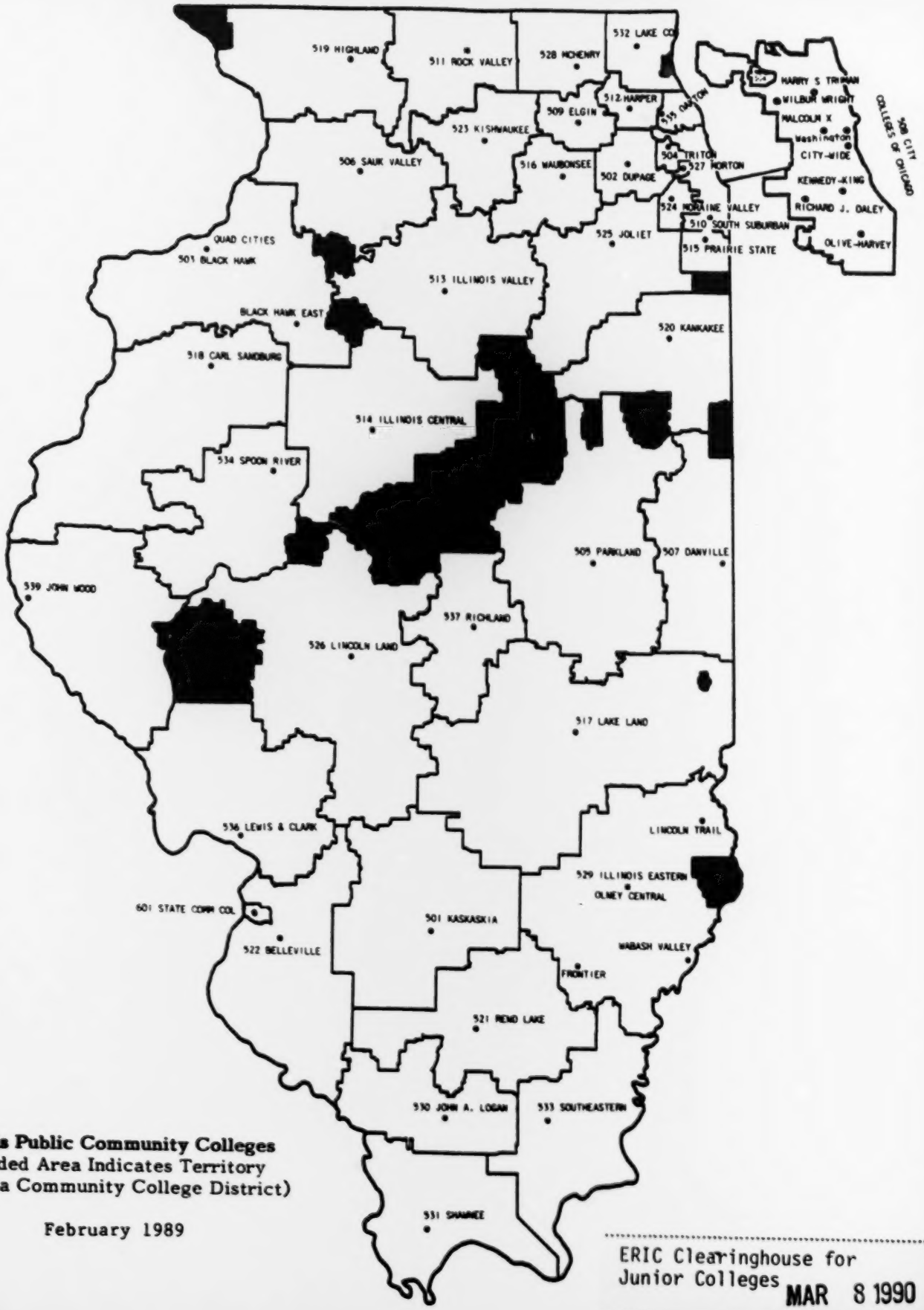
The Illinois Veterans Grant program has experienced a shortfall in five of the last seven fiscal years. Public four- and two-year schools are forced to absorb this underfunding. The Illinois State Scholarship Commission projected claims of $7.0 million in fiscal year 1989. This would have resulted in an estimated $800,000 shortfall; however, a supplemental appropriation was approved to cover this shortfall. Likewise, supplemental funds of $700,000 were approved for National Guard Scholarships for fiscal year 1989, fully funding the program.

Technology Transfer

The community colleges have a very close and frequent working relationship with businesses and industries throughout the state. As a result, they can play a very important role in the transfer of technology from the laboratory of a university or a research center to the business/industry. It is important that Illinois include community colleges in its technology transfer network. The existing business/industry centers at community colleges could be utilized for this additional function. The Illinois Community College Board currently is working with the Department of Commerce and Community Affairs, the Illinois Board of Higher Education, and the community college system to determine the best way to utilize the community colleges in the state's plan for technology transfer.

Trade Bill/Dislocated Worker Centers

The new federal Trade Bill included a number of significant changes to Title III of the Job Training Partnership Act regarding the funding and the administration of dislocated worker centers (DWCs). In Illinois, 14 of the 19 DWCs are operated by community colleges. The Illinois Dislocated Worker program has been the most successful of any state in the nation. Due to the new legislation, the administration of DWCs is determined by the local Service Delivery Area, the chief elected officer, and the Department of Commerce and Community Affairs. As a result, the administration of a number of DWCs housed at community colleges may be changed. Secondly, the new legislation requires that the entire state be serviced by DWCs but does not provide additional funds necessary to meet this requirement.



Illinois Public Community Colleges
(Shaded Area Indicates Territory
not in a Community College District)

February 1989

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